

Volume 33 Number 7
APRIL 1951

Route to

P.R.R.

Decks

PERIODICAL ROOM
FEDERAL LIBRARY
BANK OF MICH.

School Life



IN THIS ISSUE

	Page
To Strengthen Office of Education Administration	97
Educational Issues "Referred to the People"	103
Education for the Nation's Defense . .	104
Better Schools Build a Stronger America .	109

FEDERAL SECURITY AGENCY
Office of Education



Official Journal of the Office of Education • • • • • Federal Security Agency

CONTENTS FOR April 1951

Volume 33

Number 7

The following quotation is from the introduction to an Office of Education bulletin, 1949, No. 5, titled "Science Teaching in Rural and Small Town Schools" by Glenn O. Blough and Paul E. Blackwood, Office of Education specialists in elementary science: ". . . Obviously children cannot be expected to learn more than a small part of all there is to know about their world, and they should learn it not only from books but, whenever possible, directly from a study of the natural environment . . ." The cover photograph on this issue of SCHOOL LIFE is pertinent to this philosophy of learning presented in this best-selling bulletin. The photograph was taken by Bervin Johnson, National Press Photographers Association, and was one of the prize-winning photographs in the Grolier Society's First Annual Competition for Press Photographers.

	Page
<i>To Strengthen and Improve Office of Education Administration</i>	97
<i>Commissioner McGrath Explains Background of the Survey</i>	101
<i>Second Commission on Life Adjustment Education Appointed</i>	102
<i>Educational Issues "Referred to the People" in 1950 . .</i>	103
<i>Education for the Nation's Defense—VI</i>	104
<i>Better Schools Build a Stronger America</i>	109
<i>National Conference on Physical Education for Children of Elementary School Age</i>	110
<i>50th Anniversary of Public Education in Cuba</i>	111
<i>Office of Education Publications</i>	111
<i>New Books and Pamphlets</i>	112
<i>Selected Theses in Education</i>	112
<i>Educational Aids From Your Government . Inside back cover</i>	
<i>Civil Defense Is a Civilian Responsibility Back cover</i>	

SCHOOL LIFE is indexed in Reader's Guide to Periodical Literature, and in Education Index

(Single copy price of SCHOOL LIFE—15 cents)

School Life Spotlight

"In addition to its obligation for providing services to the Federal Government and to State and local schools systems, the Office of Education has certain implicit obligations for services to the American people." p. 97

★ ★ ★

". . . How the people voted on educational issues is of wide general interest." . p. 103

★ ★ ★

". . . Meanwhile, do your own educational planning. This is *your* responsibility . . ." p. 104

★ ★ ★

". . . Searching analysis of problems and dynamic plans of action are needed . . ." p. 108

★ ★ ★

"When you see one of these messages, multiply it by 90,000 because that is the number of messages produced for this medium of reaching the public." p. 109

★ ★ ★

"America's defense depends upon more than just military strength. It depends upon an intelligent *educated* citizenry trained to leadership . . ." . . . p. 110

Published each month of the school year, October through June.

To order SCHOOL LIFE send your check, money order, or a dollar bill (no stamps) with your subscription request to the Superintendent of Documents, Government Printing Office, Washington 25, D. C. SCHOOL LIFE service comes to you at a subscription price of \$1.00. Yearly fee to countries in which the frank of the U. S. Government is not recognized is \$1.50. A discount of 25 percent is allowed on orders for 100 copies or more sent to one address within the United States. Printing of SCHOOL LIFE has been approved by the Director of the Bureau of the Budget.

OSCAR R. EWING..... Federal Security Administrator
EARL JAMES McGRATH.... Commissioner of Education
GEORGE KERRY SMITH.... Chief, Information and Publications Service
JOHN H. LLOYD..... Assistant Chief, Information and Publications Service

Address all SCHOOL LIFE inquiries to the Chief, Information and Publications Service, Office of Education, Federal Security Agency, Washington 25, D. C.

THE Office of Education was established in 1867 "for the purpose of collecting such statistics and facts as shall show the condition and progress of education in the several States and Territories, and of diffusing such information respecting the organization and management of schools and school systems and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."

To Strengthen and Improve Office of Education Administration

Recommendations of the Public Administration Service

THE 82-page report of an administrative survey of the United States Office of Education, recently conducted by the Public Administration Service, Chicago, Ill., presents information on:

I—Functions and Problems of the Office of Education

II—Appraisal of Services and Activities

III—An appraisal of Administrative Structure and Processes

IV—Recommendations for Strengthening and Improving Office Administration

Because of limited space, SCHOOL LIFE focuses upon that section of the report which offers recommendations.

THE OFFICE OF EDUCATION recognizes as its controlling purpose the rendering of such assistance to those concerned with education as to enable them to cope with the principal problems incident to meeting the Nation's needs for education. Underlying all of the activities and relationships of the Office of Education is the fact that in this country the legal responsibility for education rests upon the State Governments, which encourage a large amount of local control in the determination of educational programs and procedures. Yet the Office is spurred by the deepening consciousness of the American people that its security, its freedoms, and the achievement of its aspirations require education of Nation-wide excellence. To exert leadership for the improvement of education while leaving undisturbed the policy of State and local control of education, the Office relies chiefly on four types of service:

1. Research, including status and trends studies, surveys, and evaluations of educational programs, procedures, and results.
2. Publications and other informational services.
3. Consultative and advisory services.
4. Administration of grants-in-aid as authorized by the Congress.

As the Federal educational agency, the Office has major responsibility for keeping the President and the Congress informed of the educational needs of the Nation, of problems involved in meeting those needs, and of the progress being made. It has obligations to assist the President in developing and putting into effect his program with respect to education. It has responsibilities for providing information and counsel required by members of Congress in considering legislation affecting education. It has also obligations for sharing with the heads of Government departments and agencies its special knowledge in educational matters and for providing assistance in the educational aspects of the programs of these departments and agencies.

Since under our system responsibility and control of education are vested in the States and their local school systems, the assistance of the Office in bringing education abreast of its problems must be given primarily through the regularly constituted State and local educational agencies. Special attention should be given to serving the State agencies through which educational policy is made and given effect. These agencies include the State legislatures, State boards and State departments

of education, and State universities and colleges. Assistance to local schools and school systems given through or in cooperation with the State agencies tends to magnify the usefulness of the Office services, while conforming to the organizational structure of American education. The Office also recognizes the obligations for services to church and private schools and school systems.

Services in the field of international educational relations are needed increasingly by such international organizations as UNESCO, by foreign ministries, and by other organizations and agencies both in this country and in other countries. In general these services may be thought of as rendered to the Federal Government, often through the Department of State. There is another aspect pertaining to the development in this country of educational programs for international understanding and similar objectives. These matters fall under the category of services to State and local school systems in the development of their programs.

In addition to its obligation for providing services to the Federal Government and to State and local school systems, the Office of Education has certain implicit obligations for services to the American people. To a large extent, such services are rendered through national professional organizations in the field of education. It is logical and proper that the Office of Education should work with national professional organizations in efforts to promote the purposes which they have in common. The Office, however, must never become the pawn of such organization or place services to

them above its prior obligations for services to the Federal Government, the State educational agencies, and the American people. Service to the public other than to groups engaged in the work of education has consisted in the past chiefly of information. This informational service to the general public is capable of such extension as the Congress may determine to be wise.

Summary of Survey Findings

Examination of the current program of services and activities reveal the following facts:

1. The emphasis as to types of service has shifted from research to consultative and advisory services.
2. Both the studies conducted by the Office and the consultative services are spread over a large number of aspects of education, many of them comparatively minor in terms of the fundamental problems of American education.
3. Many educational problems of national importance are not receiving effective attention from the Office.
4. There is not sufficient systematic evaluation of studies, publications, and consultative services to indicate how much such services are contributing to the stated purposes of the Office.

In short, the Office is engaging in a great number and variety of activities, generally useful in themselves, but not sharply focused on the purposes and responsibilities which belong peculiarly to the Office.

The dispersion of activities and the fragmentation of program into more or less unrelated parts, as well as certain inadequacies in the performance of stated functions, are traceable to such characteristics of administrative structure and processes as:

1. *The present divisional organization, combined with prevailing notions of divisional autonomy.*
2. *The specialist staffing pattern, together with the concept of specialist self-determination of ways in which time is to be spent.*
3. *The lack of comprehensive Office-wide planning with due attention to the processes of investigation, forecasting, evaluation, and decision making.*
4. *The failure to develop effective Office-wide processes for program effectuation and coordination.*

Summary of Recommendations

In order to remedy the weaknesses found and to assist the Office in developing and putting into operation a program consistent with its stated purposes and functions, certain recommendations are offered with regard to the administrative structure. Because of certain existing conditions, including the special provisions made by the Congress for vocational education, it is not deemed feasible to suggest at this time a complete reorganization along functional lines. Instead, suggestions are offered for simplifying the existing organization while maintaining an organization related to the manner in which the American educational enterprise is organized outside the Office of Education. It is believed, however, that the organization proposed will be more flexible than the existing structure, that it will lend itself more readily to adaptation to changing needs, and that it is at least a step in the direction of complete functional organization.

No changes in organization structure will constitute a guarantee of effective administration. How well the suggested organization actually works will depend on the leadership of the Office and the way in which administrative processes are used. Therefore, the suggestions with regard to administrative structure are accompanied by recommendations in regard to planning of programs and the processes of program coordination and control.

As a prelude to a description of the proposal with regard to administrative structure and processes, there is offered below a brief outline of suggestions for the consideration of the Commissioner and his staff:

1. The Office of Education should make clear-cut decisions as to:
 - a. The ways in which it is appropriate for a Federal agency to promote the cause of education within the limits of the powers authorized under the law.
 - b. The types of services which the Federal Government itself has a right to expect from such an agency.
 - c. The types of services which State and local governmental agencies should receive.
 - d. The services which should be rendered to nonpublic educational agencies and institutions.
 - e. The services which should be rendered to the educational profession.
 - f. The types of services which should be

rendered to noneducational organizations and to the general public.

2. The Office should explore fully the possibilities for making itself the primary center of comprehensive and accurate information requisite to the making of sound policy decisions in education. It ought to be possible for a State department of education or a legislative committee to turn with confidence to the Office of Education to obtain current information regarding such matters as the comparative qualifications of teachers in various States or in rural or urban areas, the number of children dropping out at each age or grade level, the relative educational achievements of each age group in the population, the range in current expenditures per pupil in average daily attendance, the numbers and percentages of teachers in each salary bracket, and a wide range of other data. The President and the Congress should be able to rely on the Office for the early identification of educational needs and for collection and interpretation of the facts essential to advancing the national interest in and through education.

3. The Office should consider the sending out of field representatives to assist in the collection of essential information and to encourage State departments of education to adopt uniform systems of reports and records.

4. The Office should give more attention to stimulating universities and other educational agencies to conduct as much as possible of the research needed for the solution of national problems in education, and should weigh carefully the possibilities for cooperative research along the lines suggested in the 1938 *Report of the Advisory Committee on Education*.

5. The Office should base its leadership role upon a careful program of ascertaining and evaluating the facts.

6. The Office should use its facilities for research as a basis for program planning.

7. The Office should direct its major energies at any one time toward a few basic problems in education and to the end that it may provide the necessary basis for real advances in education.

8. Consultative services should be rendered in accordance with well established criteria designed to relate such services to the major operations of the Office and to the needs of American education. The Office should focus consultative services on key problems in American education, and should use them as far as possible to assist State departments of education and univer-



Top, left to right: Wayne O. Reed, Assistant Commissioner in charge of the Division of State and Local School Systems, and Raymond W. Gregory, Assistant Commissioner for Vocational Education. Bottom, left to right: John Dale Russell, Assistant Commissioner in charge of the Division of Higher Education, and James C. O'Brien, Assistant Commissioner, in charge of defense-related activities and Director of the National Scientific Register Project.

sities to develop their own consultative services for local schools and school systems.

9. Continuous, systematic evaluation should be made of all types of services rendered by the Office to the end that such services may be improved constantly and the proper functions of the Office discharged more effectively.

10. The organization of the Office should be revised so that the major contacts with educational agencies in the United States shall be through three divisions:

- a. The Division of State and Local School Systems (to be responsible for working with State educational agencies in the improvement of elementary and secondary education).
- b. The Division of Vocational Education (to be responsible for working with State educational agencies in the development of programs of vocational education).
- c. The Division of Higher Education (to be responsible for working with col-

leges, universities, and other agencies in the field of higher education).

11. The work of these three major divisions should be coordinated and facilitated through the following important staff agencies attached to the Commissioner's office:
 - a. Program planning.
 - b. Program coordination and review.
 - c. International educational relations.
 - d. Administrative services.

12. The Office should revise its staffing pattern so as to provide a permanent staff, qualified chiefly for working with State educational agencies in improving organization and administration and in stimulating local efforts toward the improvement of curricula and instruction. It should employ specialists in subject matter fields only on a temporary basis for the purpose of providing needed stimulus to neglected areas. Instead of attempting to provide a consultative service in all branches of instruction, it should encourage local school systems to look to the State universities and other educational agencies for such services.

Facilities To Be Provided Through Reorganization

There are certain basic facilities for planning, initiating, and evaluating programs, which are of primary importance in achieving program effectiveness and maximum use of resources. Among these are:

1. Facilities for gathering needed facts quickly and for rapid and thorough analyzing and reporting of data.
2. Means for establishing a clearing house of educational needs and problems, and for bringing about the widest possible participation of persons and organizations with interests in these problems and needs and with potential contributions to the solution of problems or the promotion of education.
3. Means for continuous and consistent determination of services and operational projects that are pertinent to Office policy and purposes.
4. Facilities and procedures for the expeditious determination of plans and programs and for channeling of resources into areas where needs are greatest and the impact of Office efforts is likely to be most significant.
5. Facilities for management services such as personnel, budget, fiscal administration, and other housekeeping activities which meet the requirements of the Federal Security Agency and Bureau of the Budget, and at the same time are designed to provide maximum service to program operations.

To provide these facilities, the basic organization and staffing pattern which dictate a rigidity of program and a compartmentalization of activities must be revised. In its stead, there must be developed a pattern which will enable the Commissioner of Education to provide flexibility of program and coordination of activities. This pattern must have the following characteristics:

1. The provision at the staff level directly responsible to the Commissioner of Education of necessary facilities and services to enable him to develop and administer a continuing program of service geared to the emerging needs of American education.
2. The provision of a minimum number of service divisions in order to enable the heads of these divisions to accept responsibility of program administration within areas in which activities may be

coordinated toward a common goal established by Office-wide planning.

3. Staffing arrangements geared to programs and activities rather than the reverse as is largely true today.

Proposed Organization for Staff Services

The proposed plan of organization for staff services is discussed in detail in the following sections.

The Office of the Commissioner of Education.—The Commissioner of Education has a twofold responsibility. He is the responsible administrative head of a Federal agency and as such has the continuing responsibility for the supervision of the developing, planning, and carrying out of Office programs and activities for which the Office is made responsible as a part of the total Federal establishment. Secondly, as the only high ranking Federal officer concerned solely with responsibility for educational matters, he is called upon to represent at the national level the Federal Government's interest in education. This is becoming an increasingly important task, for example, in the field of international educational relations where the Commissioner of Education is the nearest United States counterpart to foreign ministers of education. The Commissioner of Education cannot delegate completely either of these responsibilities. He must, however, have an adequate staff of high talent to enable him to meet his obligations as Commissioner of Education.

The needed staff assistance is of two types. The first is one or more executive assistants to the Commissioner who should be attached directly to the Commissioner's office and have responsibility for assisting him as assigned on public and congressional relations, preparation of speeches, and other special problems. These assistants may be drawn from the ranks of those engaged in teaching or school administration or from other occupations. The important thing is that they should possess the background of experience and the abilities requisite to the responsibilities involved. The second type of staff assistants with which the Commissioner should be provided is at a higher level to enable the Commissioner to develop and administer a unified Office of Education program, and to provide necessary help to the Assistant Commissioners in program planning and coordination and incidental administrative processes.

These staff assistants are extensions of

the institutional position of the Commissioner of Education. Their purpose is to provide direct assistance to the Commissioner in bringing together all aspects of Office operations into an integrated program, in providing for effective administration of the services and activities, and in evaluating results of programs and services. These assistants to the Commissioner should have no direct supervisory responsibilities, but should provide the information and assistance which will enable the Commissioner of Education to discharge effectively his responsibility for the administration of the Office. On the organization chart, the title of Director is suggested for these staff assistants; but any other title that seems more appropriate may be used. In order to establish clear lines of authority for the carrying out of the program of services of the Office, the three Assistant Commissioners should be directly responsible to the Commissioner for the effective performance of *Office programs and services* within their respective areas of responsibility.

Director, Educational Planning.—The value of Office of Education programs and services will be determined in a large measure by the quality of educational planning. It follows that one of the most important units in the Office should be that designed to assist the Commissioner in such planning. The directorship of educational planning is thus conceived as a key staff position. It should be filled by a person of great imagination and resourcefulness, and with a deep understanding of the social order which provides the setting for American education. He need not necessarily have held high position as an educational administrator, but he must have the ability quickly to acquire the necessary insights into all phases of the American educational enterprise. An important qualification is the ability to stimulate the thinking of others, and to bring together information and ideas from many sources within and without the Office into a meaningful pattern which will assist the Commissioner and the Assistant Commissioners in making decisions on policy and programs.

Program planning as foreseen for the Office encompasses much more than the annual compilation of individual project descriptions. It must be a continuous process which will enable the Commissioner of Education to establish goals and objec-

tives, and to develop criteria by which to evaluate specific activities of the Office as they relate to the achieving and carrying out of the functions of the Office. Under this concept the development of specific projects and activities, upon which individual staff members will spend their time, takes on considerably more meaning as a part of the total Office program.

The Director of Educational Planning would be in constant touch with the three Assistant Commissioners and would keep constantly informed of activities going on within each of the divisions. The Director would also spend considerable time in the field, conferring with educational leaders, and gathering views and information regarding educational programs, progress, and problems. He should be equipped with a small research staff to assist him in the analysis of data and in evaluation of programs and services. The responsibility of the Director of Educational Planning for advising the Commissioner and performing delegated duties in connection with the development of the Office program would be carried out principally through the following specific activities:

1. Analyzing and interpreting census data, educational statistics, and other information for the purpose of discerning emerging trends and problems.
2. Studying and interpreting major programs in educational research being sponsored and carried on by universities, foundations, and other agencies.
3. Analyzing the problems of American education, in cooperation with the Assistant Commissioners and their staffs, as a basis for recommending appropriate Office goals and objectives, together with major services and activities capable of achieving the recommended goals.
4. Advising the Commissioner of Education in regard to the major problem areas on which resources of the Office should be focused at a given time.
5. Assisting the Commissioner in the review of proposed projects and activities in order to provide a basis for the best utilization of staff and other resources for specific fiscal years.
6. Appraising the effectiveness of current Office programs by reviewing their impact on problems of American education and their contributions to the improvement of educational practices and procedures.

Through adequate performance of these duties, the Director of Educational Planning would make possible the development of an Office program attuned to national needs and calculated to produce the maximum impact on educational problems.

Director, Program Coordination and Review.—The Director of Program Coordination and Review would be responsible for assisting the Commissioner in the implementation of Office programs, and for continuous review of activities for conformance to Office policy and for general effectiveness of operation. This assistance would be provided in a number of ways including (1) the substantive review of materials designed for Office publication and determination of most effective media of presentation and methods of distribution; (2) assisting the Commissioner in the review of conferences and other Office travel for conformance to Office policy and for effective contribution to Office program; (3) assistance to the Commissioner in providing for the assignment of responsibility among divisions for the carrying out of special projects or studies which appear to cut across divisional areas of responsibility. It is not anticipated that the director should have responsibility for direct program supervision, but that he should assist the Commissioner in determining which Assistant Commissioner should have such responsibility.

The Director of Program Coordination and Review would be responsible for publications administration and control. The present Information and Publications Section would be assigned to this unit. In addition to its current responsibilities, the Information and Publications Section should have responsibility for the administering of printing funds in order to secure the maximum use of available funds in the development of an Office-wide publications program. It should be responsible for provision of direct staff assistance to the Commissioner of Education in determining methods of disseminating information. In addition to providing substantive editorial review of materials prepared for publication, the Section should decide whether the findings of a given study should be handled as a regular Office of Education bulletin or pamphlet or presented in a special manner, such as an illustrated folder or special release. It should determine also which materials should be prepared for publication in *SCHOOL LIFE* or other regu-

lar Office journal and which made available for publication in outside journals or bulletins.

The Section should determine the number of copies of publications to be distributed on the basis the publications are to serve in relation to the total Office program. The plans of distribution should be determined not only from the standpoint of assuring the dissemination of information to those who can utilize it, but also for the most effective use of publications funds.

Director, Administrative Services.—This staff director would provide assistance to the Commissioner in internal organization and administrative areas and represent the Commissioner in budgetary and other administrative matters with administrative personnel at the Federal Security Agency. It would be anticipated that this officer would be in effect the budget officer of the Office, and that an entirely new concept of

budgeting would find its way into Office operations. This concept would be that the budget represents a plan of action for the Office based on a realistic evaluation of existing resources of the Office, and anticipated other resources necessary to develop a national program of services to States and other educational agencies. As in the case of the previously mentioned directors, the Director of Administrative Services would be in close and continuing contacts with the three Assistant Commissioners and would be expected to be fully aware of their staff resources, activities, and program problems. In addition to these responsibilities, the Director of Administrative Services should have responsibility for the supervision of important common services to be provided to all divisions.

Director, International Educational Relations.—This office would provide staff
(Continued on page 106)

Commissioner McGrath Explains Background of the Survey

HOW DID the administrative survey of the Office of Education come about? Earl James McGrath, United States Commissioner of Education, answers this question in the following statement to fellow educators:

Soon after I became Commissioner of Education in the spring of 1949, I felt the need for an evaluation of the purposes and the program of the United States Office of Education. When money became available from the President's fund on management improvement, I requested the sum of \$15,000 to be used in an administrative survey of the Office. Shortly thereafter, I engaged the Public Administration Service of Chicago to make an analysis of the organization and activities of this Office. Staff members of the Office of Education were asked to prepare a statement of the purposes and functions of the Office, and, after approval by the Division Directors, the statement was submitted to the entire staff of the Office for comment and appraisal. As finally revised, it served as a basic working document for the survey staff.

The Public Administration Service sought the advice of a number of staff members, persons in other branches of the Govern-

ment, and also individual educators outside the Government service, several of whom represented professional organizations and agencies. The survey was conducted under the supervision of Francis S. Chase, Professor of Educational Administration at the University of Chicago. On November 1, a report was submitted to me containing the Public Administration Service recommendations concerning changes in the Office structure to make more effective operations possible. The Commissioner's Council of Advisers, composed of eminent educators, reviewed the report at an all-day meeting and recommended the adoption of the basic program it suggested.

After considerable discussion with the principal staff members concerned in the administration of the Office program, a reorganization was effected on February 9, most features of which are pursuant to the recommendations of the Public Administration Service report. These changes, as they evolve into our operating program, are calculated to make better use of the funds appropriated by the Congress by enabling the United States Office of Education to focus its program on major problems and issues in American education.

Second Commission on Life Adjustment Education Appointed

by J. Dan Hull, Division of State and Local School Systems

PAUL COLLIER, Chief of the Bureau of Youth Services, State Department of Education, Hartford, Conn., was selected as chairman and Charles W. Sylvester, Assistant Superintendent of Schools for Vocational Education, Baltimore, Md., was chosen vice chairman of the second Commission on Life Adjustment Education for Youth at the Commission's initial meeting in the Federal Security Agency in Washington, February 23 and 24. Commission members were appointed by United States Commissioner of Education Earl J. McGrath from nominations made by 12 national associations concerned with education. Members and the organizations they represent are:

National Association of State Supervisors and Directors of Secondary Education: PAUL D. COLLIER, chairman, Chief, Bureau of Youth Services, State Department of Education, Hartford, Conn.

American Vocational Association: CHARLES W. SYLVESTER, vice chairman, Assistant Superintendent for Vocational Education, Division of Vocational Education, Department of Education, 3 East Twenty-fifth Street, Baltimore 18, Md.

American Association of Colleges for Teacher Education: WENDELL W. WRIGHT, Dean, School of Education, Indiana University, Bloomington, Ind.

American Association of Junior Colleges: ROSCO C. INGALLS, Director, East Los Angeles Junior College, Los Angeles, Calif.

American Association of School Administrators: R. L. WILLIAMS, Superintendent of Schools, Beaumont, Tex.

National Association of Secondary-School Principals: JAMES E. BLUE, Principal, West Senior High School, Rockford, Ill.

National Association of State Directors of Vocational Education: HARRY C. SCHMID, State Director of Vocational Education, 488 Wabasha Street, St. Paul 1, Minn.

National Catholic Welfare Conference: Sister MARY JANET, Commission on American Citizenship, Catholic University, Washington 17, D. C.

National Congress of Parents and Teachers: Mrs. EDWARD N. HOWELL, National Chairman of High School Service, Parent-Teacher Association, Box 218, Swannanoa, N. C.

National Council of Chief State School Officers: A. JOHN HOLDEN, State Commissioner of Education, Montpelier, Vt.



Paul D. Collier, Hartford, Conn., and Charles W. Sylvester, Baltimore, Md., chairman and vice chairman of the Second Commission on Life Adjustment Education.

National Education Association: Miss MAE NEWMAN, English Teacher, 1745 Crestmont Drive, Huntington, W. Va.

National School Boards Association: W. A. SHANNON, Executive Secretary, Tennessee School Boards Association, 409 Seventh Avenue N., Nashville, Tenn.

Except for Dr. John A. Holden, all Commission members were present. Each member accepted the responsibility for developing and encouraging life adjustment education ideas in his own geographical area and in the educational association which he represents. The Commission commended the representatives of school systems in cities of more than 200,000 population who have held two national conferences to discuss "Why Do Boys and Girls Drop Out of School and What Can We Do About It?" At the second of these conferences uniform accounting procedures for the identification of drop-outs were de-

veloped and six cooperative research projects were proposed.

The first Commission on Life Adjustment Education for Youth was composed of nine members who served for a period of 3 years and submitted a report of their activities to

a National Conference in Chicago, October 16-18, 1950. (The report of the first Commission will be available from the Superintendent of Documents, Government Printing Office, in the near future.) The first Commission reported that in 20 States committees had been appointed or designated to encourage the building of more appropriate educational programs for all youth.

The October 1950 Chicago Conference recommended that the second Commission "serve as a clearing house of current local improved practices in respect to life adjustment education by collecting and disseminating reports on them." To the extent that they can secure resources for doing it, members of the Commission plan to meet this and similar requests for practical "know-how." Many educators have enthusiasm for educating all American youth. They need additional insights into procedures which are effective.

Educational Issues

"Referred to the People" in 1950

by Ward W. Keesecker, Specialist in School Legislation

EDUCATION in this country, in conformity with the Federal Constitution, continues primarily a function "reserved to the States respectively, or to the people." During the recent election many measures affecting education in the States were referred to the people for determination. How "the people" voted on educational issues is of wide general interest.

Below is a resumé of the principal educational issues voted upon by the people in the November 1950 general election. The information also shows how the people reacted to the issues referred for their approval. It is not possible here to present other current issues or to discuss varying conditions in the different States which may have affected the election with respect to the educational issues involved.

ARIZONA. The people defeated three educational issues: (1) A constitutional amendment to provide more adequately for the maintenance of kindergartens, elementary, and high schools; (2) a constitutional provision for a State board elected by the people; and (3) a merit system for public employees, including educational employees.

CALIFORNIA. The voters defeated a measure to abolish the personal property tax involving approximately \$200,000,000 of revenue mostly for schools.

COLORADO. The people for the first time elected a State board of education which is authorized to appoint the chief State school officer.

The people defeated a constitutional amendment providing for a State Civil Service System, including teachers and employees of educational institutions.

GEORGIA. The people rejected a constitutional amendment for nominating and electing State officials, including the State superintendent, by the people on a county-unit basis.

HAWAII. Adopted a State constitution including provisions for a system of public education.

LOUISIANA. The people adopted a constitutional amendment creating a State board of education and providing for the election of its members.

MARYLAND. The voters approved the Ober Act requiring a loyalty oath of public officials, including teachers.

MISSOURI. The people approved an amendment to facilitate the voting of increased school levies within certain limits by the majority of local voters (the old law required a two-thirds vote).

MONTANA. The people voted to increase the tax limits from 3 percent to 5 percent of value of taxable property in school districts, cities, towns, etc.

NORTH CAROLINA. The people approved an amendment for safeguarding the funds of the teachers and State employees retirement system.

OREGON. The people adopted a constitutional amendment lending State tax credit to finance buildings for higher education not to exceed $\frac{3}{4}$ of 1 percent of assessed valuation. Also, the people adopted an amendment increasing State aid from \$50 to \$80 per child between the ages of 4 and 20 years.

SOUTH CAROLINA. The voters approved a constitutional amendment which eliminated the provision requiring that school districts shall have an area not less than 9 square miles nor greater than 49 square miles.

SOUTH DAKOTA. The voters defeated an amendment to increase the ad valorem tax limitation for school districts from 5 percent to 10 percent. The people also rejected an amendment which would have repealed the limits on eligibility of county officials, including the county superintendent of schools, to 4 years in succession.

UTAH. The voters adopted a constitutional amendment providing for a State board of education elected by the people on a nonpartisan ballot and for the appointment of the State superintendent by the

State board who shall be its executive officer.

VIRGINIA. The people approved a constitutional amendment which authorized the General Assembly to provide for the consolidation of several adjoining school districts into one school division and for their operation through a single board of education.

WASHINGTON. The people approved a referendum providing for the issuance by the State of \$40,000,000 in bonds for the purpose of furnishing funds for State assistance in providing public school plant facilities.

The voters of Washington rejected a constitutional amendment to permit school districts to become indebted when authorized by popular vote up to an additional 5 percent of assessed valuation for capital outlay.

WEST VIRGINIA. The people approved a school bond amendment to authorize counties, by 60 percent vote, to levy tax rates above the present constitutional limits sufficient to carry bond issues amounting to 5 percent of assessed valuation.

Educational Issues Before the Federal Courts, 1950

Necessary expenses of a teacher required to attend summer school held deductible for Income Tax purposes. (*Hill v. Commissioner of Internal Revenue*, 181 F. 2d 906, May 19, 1950.)

A State may not, after admitting Negro student to State University, afford him different treatment on account of his race. (*McLaurin v. Okla.*, 339 U. S. 637, June 5, 1950.)

Higher education facilities for Negro students must be substantially equal to that for white students. (*Sweatt v. Painter, et al.*, 339 U. S. 629, June 5, 1950.)

(Editor's Note: See article "Recent Federal Court Decisions Affecting Education," by Dr. Keesecker in the October 1950 issue of *SCHOOL LIFE*.)



Education for the b

NEWLY ISSUED Defense Information Bulletins of the Office of Education report defense mobilization developments which have implications for school and college programs.

Authorized by Earl James McGrath, United States Commissioner of Education, the latest Defense Information Bulletins touch on such subjects as civil defense, equipment shortages, institutional facilities for military uses, and induction postponement.

Excerpts from Defense Information Bulletins sent to the Nation's leaders in education during the past several weeks are as follows:

A Defense Information Bulletin of Jan. 27, 1951, titled "Federal Civil Defense Act of 1950," summarized the act which established a Federal Civil Defense Administration to be headed by Millard F. Caldwell, Administrator, and authorized appointment by the President of a Civil Defense Advisory Council of 12 members.

The bulletin points out that the FCDA will operate the national civil defense plan prepared by the civil defense office of the National Security Resources Board published under the title "U. S. Civil Defense" available as a Government document from the Superintendent of Documents, Government Printing Office, Washington 25, D. C., price 25 cents. Other Government publications useful as civil defense guides also mentioned include: U. S. Civil Defense, 25 cents; Health Services and Special Weapons Defense, 60 cents; Survival Under Atomic Attack, 10 cents; and Fire Effects of Bombing Attacks, 15 cents.

Next Steps for Schools and Colleges listed in this Defense Information Bulletin are as follows:

1. Keep in close touch with local or State civil defense authorities. Most States and many counties and cities by now have officials on the job. Get their approval before adopting or announcing plans for such matters as shelters, mass feedings, evacuation, drills, etc. Keep abreast of any plans they may be developing for the use of

school facilities. Local school administrators should also ascertain whether their plans correlate with those under consideration by the State department of education. Over-hasty and ill-considered actions produce confusion, and in an emergency, hysteria and panic.

2. Meanwhile, do your own educational planning. This is *your* responsibility. Perhaps you will wish to inventory your resources. Pending receipt of details and requests for special services, if any, consider what you should do under various contingencies. Do not postpone planning until some civil-defense leader asks you to do something. Plans now will avoid possible panic later.

3. Whenever possible, avoid unnecessary interruptions of school schedules and unreasonable demands on faculty members. This is a job for all citizens. Schools and colleges will best serve the Nation by providing for the maximum educational development of the students by maintaining sound instructional and guidance services, especially those leading to responsible citizenship. These contribute to the security and welfare of the democratic way of life and to the personal progress of the students.

The directive of Maj. Gen. Lewis B. Hershey, Director of Selective Service, dispatched to all State Selective Service Directors on Jan. 29, 1951, was reported in another Defense Information Bulletin as follows: "Postpone induction for 30 days of all college students who are being graduated at this time and having their statutory postponement terminated for that reason. This 30-day postponement is to enable such graduates to obtain employment in essential industry. Upon showing of such employment local boards should be requested to reopen the cases of such registrants and consider classification anew."

Taking up the very timely subject of "Material, Equipment, and Supply Shortages," a Defense Information Bulletin of Jan. 30, 1951, pointed out, "The increased tempo of the defense program has caused dislocations of various kinds and in vari-

ous degrees in the manufacture and distribution of consumer goods, with the result that some shortages have been felt by schools and colleges. . . ."

The Bulletin further reports establishment of The National Production Authority in the Department of Commerce under the Defense Production Act of 1950, and several of the steps taken by the NPA to facilitate defense production and to conserve materials in short supply. The Bulletin continues as follows:

The Federal Security Administrator was designated in Department of Commerce Order No. 127, dated Nov. 20, 1950, as claimant with respect to school construction and to domestic distribution of supplies in the field of education. This means that whenever it is necessary to allocate materials in short supply among civilian users, the Department of Commerce expects the Federal Security Agency to present the needs of education. Among the responsibilities which may fall to the claimant agency for education are the following: (1) To obtain from State departments of education, schools, colleges, and libraries information on current needs for building materials, equipment, and supplies. (2) To use indexes to translate needs stated in terms of facilities or products into terms of raw materials. (3) To defend the needs of education before the NPA to establish education's share of materials in short supply. (4) To work with the NPA in determining criteria to be used in the distribution of such materials. (5) To work with the NPA in the development and execution of plans and procedures for the distribution of materials in short supply to the schools, colleges, and libraries.

The Office of Education has assigned a staff drawn from all divisions to assemble, analyze, and present information about the construction, equipment, and supply needs of education. It has taken the following first steps: (a) A questionnaire on contemplated construction was sent on Dec. 29, 1950, to colleges and universities. (b) A questionnaire on building needs and



contemplated construction in elementary and secondary schools is being sent to State departments of education. (c) The Office is working with school and college officials and trade associations in compiling information on equipment and supply needs. (d) Recommendations for the administration of a program of priorities and allocations related to education are being developed. (e) Staff members are advising with officials of NPA on problems related to education and are giving to schools, colleges, and libraries assistance in presenting their problems to NPA.

The success of the Office of Education in discharging its part of the claimant agency function depends in large measure on the assistance of colleges and State and local school administrators in providing information and advice. Schools and colleges can assist the Office in the following ways:

1. Providing immediate information to the Office of Education concerning the nature and extent of your material, equipment, and supply difficulties.

2. Sending to the Office, promptly *when requested*, information on building, equipment, and supply needs.

3. Giving to the Office your views on policies and procedures for the administration of any plan for distributing materials in short supply.

4. Predict needs sufficiently far in advance to allow ample time for obtaining materials, supplies, and equipment.

Commissioner McGrath, in this connection, informed the Nation's educational leaders that "The Office of Education will do everything possible to assist schools, colleges, and libraries in obtaining an equitable share of materials in short supply." He invited "any information or suggestion that will be helpful in this effort."

With regard to the new ROTC policy of the Department of the Air Force, still another Defense Information Bulletin reported the approval of establishment of 62 new ROTC units, and the eligibility for consideration for such Air Force training programs of liberal arts colleges and other non-

engineering institutions, as well as those institutions which offer engineering programs. Junior colleges and other nondegree granting institutions and colleges exclusively for women are not eligible.

A February 6 Bulletin furnished information regarding the availability of educational facilities for use by the Armed Forces for training programs other than ROTC. This directive points out that "The Committee on Educational Liaison of the Department of Defense has prepared a general statement which will be used by the Army, Navy, Air Force, and Marine Corps in responding to such inquiries. The statement is reproduced below for your information. You will note that the Department of Defense specifically asks institutions to supply the information requested by the Office of Education in our inquiry of Dec. 29, 1950. The statement also indicates the appropriate military officials with which institutions may make contact regarding the use of their facilities. The statement follows:

- "1. Under present conditions, i. e., during the creation of an Armed Force of three and a half million, no large scale general program of contracts for additional educational and training facilities is anticipated by the Army, Navy, Marine Corps, or Air Force. Of course this situation would not prove permanent should there be a declaration of mobilization in the future, and plans are being made for that exigency.

- "2. At the request of the National Security Resources Board, the U. S. Office of Education has mailed questionnaires to institutions of higher education as a means of gathering information on their physical facilities. The military services suggest that these institutions supply the information requested so that it will be centrally available. In addition, the services suggest that these institutions list their facilities as follows:

- "a. The Army desires that facilities be listed with the Commanding General of the Army Area in which the facility is located.

- "b. The Navy desires that facilities be

listed with the Commandant of the Naval District in which the facility is located.

- "c. The Marine Corps desires that facilities be listed with the Commandant of the Marine Corps (Code AO), Headquarters, U. S. Marine Corps, Washington 25, D. C.

- "d. The Air Force desires that facilities for *technical* training be listed with the Commanding General, Air Training Command, Scott Air Force Base, Illinois; and that facilities for *scientific* and *professional* training be listed with the Commandant, U. S. Air Force Institute of Technology, Wright-Patterson Air Force Base, Dayton, Ohio.

- "3. Local recruiting officers can give you the address of the Commanding General and the Commandant, respectively, of your area."

In addition, Commissioner McGrath emphasized in this Bulletin that "by completing the questionnaire and listing facilities indicated, each institution will receive full consideration when it appears that any service needs additional facilities for training its personnel."

National Production Authority regional and field offices to which the NPA announced in its release number 230 of Feb. 6, 1951, the delegation of authority "to deal with special hardship cases in connection with construction of buildings," are listed in a Defense Information Bulletin of February 15.

Meaning of the "Academic Year" with reference to Selective Service Postponements is interpreted in a Defense Bulletin dated Feb. 16, 1951, as follows:

Following are extracts from Operations Bulletin No. 24, dated February 13, 1951, issued to local Selective Service boards by the Director of the Selective Service System:

- "Section 6 (i) (2) of the Selective Service Act of 1948, as amended, provides that any person who, while satisfactorily pursuing a full-time course of instruction at a college, university, or similar institution of learning, is ordered to report for induction, shall, upon the facts being presented to the

local board, have his induction postponed until the end of such academic year or until he ceases satisfactorily to pursue such course of instruction, whichever is the earlier.

"With respect to the term 'until the end of such academic year' referred to in the above provisions of the law, such term was construed by Congress in Report No. 1268 of the Senate, Eightieth Congress, as meaning 'until he completes the current school year.'

"Whenever the statutory postponement until the end of the academic year has been granted to a registrant, the postponement will remain in effect, so long as the registrant is satisfactorily pursuing a full-time course of instruction, until the end of the 'current school year.' The fact that a registrant's class or curriculum status may be altered during the course of this year will not operate to terminate the statutory postponement. For instance, the registrant may complete his freshman year and commence his sophomore year in the middle of the school year, but so long as he remains a full-time student satisfactorily pursuing a full-time course of instruction he is entitled to remain in school under the statutory postponement until the end of the 'current school year.' Likewise, when a student completes his undergraduate work in the middle of, or prior to the end of, the 'current school year' and remains in school as a graduate student satisfactorily pursuing a full-time course of instruction he would also be entitled to have his statutory postponement remain in effect until the end of the 'current school year.'

"In the case of a student registrant who, while his statutory postponement until the end of the academic year is in effect, transfers from one school to another school to pursue the course of study, the statutory postponement will not be terminated because of such transfer but will continue in effect until the end of the 'current school year' of the first school attended."

A Defense Information Bulletin dated Feb. 5, 1951, offered a tentative projection of number of full-time male undergraduate enrollees and 4-year male college graduates, 1950-51 to 1954-55.

Details of changes in student postponement procedure ordered by the Director of Selective Service appear in a Defense Information Bulletin of Feb. 17, 1951, as follows:

The Director of Selective Service has ordered local boards to grant a 30-day post-

ponement to all college students, commencing at the end of the statutory postponement of induction. In the case of a college student pursuing a full-time course of instruction, the statutory postponement ends at the close of the academic year or when he ceases to do satisfactory work, whichever is earlier. The statutory postponement ends upon graduation for students receiving degrees at the end of the first semester or fall or winter quarter unless they enroll for further work for the remainder of the current school year.

Local Selective Service boards are authorized under the new directive to cancel the order to report for induction of any student who makes written application for such cancellation and who requests in writing an opportunity to enlist in a branch of service of his choice.

During the 30-day postponement period, a student has opportunity to enlist in any branch of the service requiring immediate entry upon active military duty. A new order to report for induction may be issued by the local draft board to any registrant who does not enter active military service by the end of his 30-day postponement period, except that no new orders will be issued prior to March 1, 1951.

During the 30-day postponement period, students possessing highly technical skills needed by essential industry may secure employment that will lead to occupational deferment. It is expected that the number of such students will be very small. Such a student, upon obtaining employment in an activity he believes essential to the national defense effort, must report the nature of his employment to his local board. The local board, if it believes his work warrants it, may then reopen his classification and consider it anew to determine if he meets the criteria for occupational deferment set forth in Selective Service Regulations, which are as follows:

(1) The registrant is, but for seasonal or temporary interruptions, engaged full time in such activity;

(2) The registrant cannot be replaced because of a shortage of persons with his qualifications or skill in such activity; and

(3) The removal of the registrant would cause a material loss of effectiveness in such activity.

Upon securing employment and reporting that fact to the local board, the registrant may be granted an occupational deferment if all three of these conditions are found to exist.

Office of Education

(Continued from page 101)

assistance to the Commissioner in formulating and carrying out the program of international educational relations, and represent the Commissioner in many of the Office contacts with the Department of State and with foreign ministers of education. The Division of International Educational Relations, as now existing, would be abolished. The supervision of the exchange program should be transferred to the Division of State and Local School Systems; the evaluation of foreign student credentials should be transferred to the Division of Higher Education; and the furnishing of information in answer to inquiries from foreign governments about American education and school organization should be handled by the division of the Office which possesses the type of information requested. By relieving the Division of International Education of its routine operational duties and by placing this important function of the Office at the staff level, a more meaningful program of international educational relations could be developed.

The Commissioner of Education could draw on the resources of all divisions and, with the assistance of his Director of International Educational Relations, channel them into areas of emerging needs. The Director of International Educational Relations should be highly conversant with the languages of at least one or two other countries and with the customs of many countries and be thoroughly familiar with the problems of world education. He would have the responsibility of keeping the Commissioner continuously informed on the developments in international education and cultural relationships being sponsored and carried on by such organizations as UNESCO and other governmental agencies and private groups. Under this approach, the Office's programs as they relate to international educational relations would be set above the compartmentalized service concept which now exists, and the competence and expertness which exists in the Office in many educational fields would have much greater opportunity to be tapped and used in the national government's international relations in this very important aspect of education.

Director (————).—Review of Office program needs and characteristics indicates that flexibility is a basic organizational

requirement. It has been demonstrated many times that if the Office of Education is to completely fulfill its role in representing the national interest in education, it must be able to move dynamically into areas of emerging problems to provide service and assistance to the national government and necessary leadership to American education. For these reasons, the organizational pattern should never be considered rigid and inflexible, or incapable of being expanded to meet new needs of American education at any time. The previously discussed staff directors represent areas for the provision of continuing staff assistance to the Commissioner in carrying out the day-to-day programs in the Office and in planning and developing programs to meet the long-range needs of American education. It is inevitable, however, that from time to time major problems will arise which cut across all levels and areas of American education, and for which the resources of no one division will be adequate. An example is the role of the educational agencies and institutions in the present field of national defense planning. In order that the Office of Education may fulfill its role in this national emergency, the Commissioner of Education needs to have direct staff assistance in the preparation of plans for action and in marshaling the resources of the Office to meet these special needs. A special staff position of this kind could usually be filled by the temporary assignment of a competent staff member to serve as the Commissioner's staff advisor. Once programs are established or new legislation creates additional responsibilities for the Office, the responsibility for administration normally would be assigned to one of the three divisions, and the special staff position discontinued. It would be anticipated that the number of such special staff directors would seldom exceed one or two and that the duration of their staff responsibilities would seldom exceed a 2- or 3-year period.

Proposed Divisions of the Office of Education

It is believed that under existing conditions the total program of services of the Office of Education can be provided best through three divisions. Each of these divisions should be headed by an Assistant Commissioner who would represent the Commissioner of Education in the provision of major programs of service to the principal areas of education: State and local systems (elementary and secondary general

education), vocational education (of less than college grade), and higher education. These three divisions each represent an area of service sufficiently large to facilitate coordination of programs and activities.

It is in no wise contemplated that these divisions should represent inviolable units with rigid staffing patterns which would tend to chart the course of their programs. With increased recruitment of generalists into the Office, a much more flexible program can be established than is now possible. Through the replacement of the unsuccessful interdivisional committee device with adequate staff service to the Commissioner, Office-wide planning and coordination of programs may be attained. This type of organization will thus provide for the implementation of a unity of purpose which the current, more complex organization makes exceedingly difficult of achievement. In the development and establishment of Office programs, it is anticipated that transfers of personnel between divisions often will be desirable to augment staff resources for the carrying out of major projects.

In the administration of Office programs the Assistant Commissioners have leading roles. They also play important parts in program development. As the proposed organization demands the widest possible participation by the professional staff in the interpretation of educational needs, the Assistant Commissioners become the principal channels through which the contributions of staff members in their divisions are brought to bear upon the development of programs of action designed to enable the Office to make the greatest possible contribution in meeting the needs of American education.

Assistant Commissioner for State and Local School Systems.—The Division of State and Local School Systems would be responsible for services and educational leadership in the general field of elementary and secondary education. It would work primarily through State departments of education and would be concerned with all elements of the Office program, except vocational education, that relate to education of less than college grade. It would absorb the responsibilities now assigned to the Divisions of Elementary and Secondary Education and School Administration, as well as services to libraries, visual aids, and educational uses of radio from the present Division of Special Educational Services. In addition, it would have re-

sponsibility for administering the recently enacted aid programs for school construction and maintenance and operation of schools in federally impacted areas.

This Division would thus become the major channel for contacts with and services to State educational agencies, school systems, and other organizations and agencies in the field of elementary and secondary education.

Within the Division of State and Local School Systems would be placed a unit to handle the exchange of teachers. Another unit, or person, might be delegated the responsibility for biennial surveys. To assist in the collection of needed data, the Assistant Commissioner should be provided with a small corps of field representatives. These representatives would provide liaison with State departments of education in all aspects of elementary and secondary education, and would offer assistance in the collection and reporting of educational statistics. In addition, they would aid the Assistant Commissioner in anticipating emerging needs and problems in elementary and secondary education and in evaluating the effectiveness of the program of services to State and local school systems.

Assistant Commissioner for Higher Education.—The existing Division of Higher Education would continue with most of its current program of services and activities and in general be responsible for contacts and services to higher education. It is recommended, however, that the present organizational plan and staffing pattern be revamped and that efforts be made to recruit more generalists in higher education fields as well as a larger number of research assistants. This Division would continue to administer the present program of aid to land-grant colleges; and if provisions are made for the performance of contractual research by universities and colleges under the supervision of the Office of Education, this Division would become the logical one to represent the Office in making arrangements and providing necessary supervision.

When arrangements are made for any survey in the field of higher education, the Assistant Commissioner should designate a staff member who will be directly responsible to him for the supervision of the project. The National Scientific Roster, as long as it remains in the Office of Education, should continue under a director responsible to the Assistant Commissioner for Higher Education, in order that it may be coordinated with other activities so as

to make the fullest use of personnel in higher education. Personnel responsible for such operations as the evaluation of credentials of foreign students, preparation of the directories in higher education, and periodic surveys of higher education, likewise, would be responsible to the Assistant Commissioner.

Assistant Commissioner for Vocational Education.—It is recommended that the Division of Vocational Education be continued for the present substantially as currently established, with responsibility for the promotion of vocational education and the administration of grants-in-aid for that purpose. The present organization of the Division appears to be well adapted to the promotion and development of vocational education, and there is no indicated need for internal reorganization.

It is recommended, however, that provision be made for the integration of services in guidance and counseling for elementary and secondary schools. A logical way to accomplish this would be to transfer the Section on Occupational Information and Guidance from the Division of Vocational Education to the Division of State and Local School Systems. This would permit occupational guidance and placement to take its place as a part of the total guidance and counseling services to State and local school systems. Insofar as can be learned, this proposal does not conflict in any way with the use of vocational education funds for the training of vocational counselors and vocational supervisors. The approval of State plans by the Plans and Reports Section of Vocational Education would be carried on as before.

Another possible solution would be to place all of the guidance and counseling services for elementary and secondary schools in the Division of Vocational Education. In whichever division located, the section on guidance and counseling should have a staff competent to provide assistance to State and local school systems in the whole range of guidance services. The bringing together of the staff concerned with research and services in the whole field of student personnel services would make it easier to relate the programs of tests and measurements, counseling, work experience, and placement to the total programs of elementary and secondary education. The bringing together of personnel from both vocational and general education in this one section would also be another step in

the direction of integrating vocational education with general education.

Recommendations for Staffing

Program, organizational, and staffing problems of the Office are interrelated, and no one set of problems can be attacked without attention to the other areas. In the area of staffing alone, the basic pattern of staffing is in itself but one of the factors which contribute to an inflexible, compartmentalized program of services of the Office. Such factors relating to staffing as recruitment practices, orientation and training of personnel, and supervisory and review techniques employed, all emphasize the concept of individual professional independence with mutually exclusive jurisdictions among specialties.

A "controlling purpose" cannot be given to Office activities by a statement of purposes and objectives nor by a revised organizational structure, unless it is possible to coordinate the efforts of the staff responsible for the performance of these activities.

To provide a basis for the provision of a coordinated and flexible program of activities, several basic revisions of present staffing and supervisory concepts are required. These are:

1. The current staffing pattern which establishes and controls the programs of the Office should be discontinued. The duties of positions created and authorized in the future should be determined on the basis of program needs as revealed by the continuing operation of the processes and facilities of the Office for assisting the Commissioner and Assistant Commissioners in program planning, coordination, and review.

2. The emphasis on specialties should be reduced. The use of narrow and restrictive titles conforming to narrow specialties should be abolished, and future recruitment and position designation should not attempt to align the staff member exclusively with an identified segment of the educational field.

3. Increasing emphasis should be placed on recruiting personnel with broad backgrounds within the general field of educational service being staffed. More use should be made of temporary or part-time staff having recognized competence and reputation in specialized fields or in the conduct of special studies and surveys. Such a policy would not only serve to prevent specialized programs from being built around permanent staff members with in-

terests in a special field, but would also permit the Office to secure a continuous infusion of new ideas for the benefit of the Office program and the stimulation of permanent staff members.

4. It is recognized that the Office, as the national educational agency charged with promoting "the cause of education throughout the country," must have horizons extending beyond merely representing the interests of and providing service to groups within the educational profession. In the past, its recruiting and staffing policies have sought to maintain close alignment with the educational fraternity and have emphasized a professional isolationism in dealing with problems of American education. There is general agreement that formulation of a program of action to meet the much publicized impending crisis in United States schools requires concerted community action. The Office should seek all possible avenues in providing assistance to education in coming abreast of its problems and meeting its challenges. Searching analysis of problems and dynamic plans of action are needed. To broaden its perspective and to combat professional isolationism, itself a problem of American education, the Office should not limit its recruiting and staffing to professional educators. The recruiting and staffing policies and procedures should permit, and administrative policy require, the bringing into the staffing pattern of the Office qualified "lay" personnel to work with the professional educational staff in major program areas.

5. The present staff is top-heavy with specialists of the rank of GS-12 or higher and deficient in the number of research assistants. An increase of the proportion of such assistants would facilitate research and contribute to more effective use of the time of high-ranking personnel.

6. Once program goals and objectives have been determined by Office-wide planning processes, the Assistant Commissioners and the section supervisors must accept and implement delegated responsibility for program administration. This requires the acceptance of responsibility for coordinating the efforts of individual staff members toward the established goals. It means the acceptance and exercise of supervisory responsibilities, including the provision of necessary control measures to achieve coordinated action and effective teamwork. This does not mean authoritarian control in the manner used by some

administrators, but the use of modern and effective supervisory techniques. Administrative personnel should be selected and their performance measured by their ability to supervise and coordinate successfully the work of subordinate staff.

Concluding Comments


The Office of Education has a past record of useful achievement; it faces today a task of increased magnitude; and it has tremendous potentialities for future service. The Office numbers among its personnel many men and women of the highest competence and the utmost devotion to the cause of education. Nothing in this report

is intended to disparage their efforts. On the contrary, the survey discloses that a great deal has been accomplished by these conscientious staff members in spite of lack of needed facilities for coordination of efforts on programs of major national importance.


The proposals incorporated in this report are designed to enable the Commissioner of Education to give effect to his purpose to establish the Office of Education as an integrating center for efforts to meet national needs in and for education. The indicated changes in administrative structure and processes will go far toward making it possible for each staff member to relate his

efforts to a total program that will have national significance and impact. The improved facilities will give each staff member an opportunity for larger accomplishment, thus relieving much of the frustration incident to the present mode of operation and enabling him to increase the worth and recognition of his own work, while contributing to the expanding usefulness of the Office as a whole.

Through the measures suggested, the leadership of the Commissioner of Education should be able to lift the Office to new levels of effectiveness in dealing with national problems and promoting the cause of education throughout the country.



Better Schools



Build a Stronger America

DO YOU KNOW what is being done in the Nation-wide Better Schools Campaign by American business, large and small, and the advertising industry?

SCHOOL LIFE is pleased to present facts on the current campaign for your own information and to suggest ways in which you may be able to increase public interest in schools of your own community.

Shown on the next page are advertisements, 14 of which have been developed for The Advertising Council by Benton and Bowles, Inc., volunteer advertising agency for the Better Schools Campaign. These advertisements, which give special emphasis to the problems faced by the schools this year, are being brought to the attention of the publishers and advertising managers of every daily newspaper in the United States, as well as to the publishers of approximately 5,000 major weekly newspapers. Newspapers are being urged to continue their contribution of newspaper space as a public service. They

are being asked to encourage local manufacturers, department stores, and other retail firms, banks, and civic organizations to do likewise, thereby joining in the Nation-wide Fight for Better Schools. Free mats for production of these advertisements are offered by The Advertising Council, 25 West Forty-fifth Street, New York City. It is suggested also that local printers can make effective handbills or posters without cost from the mats furnished.

Another phase of the campaign is that directed toward radio and television audiences. To bring vital Better Schools messages to the American people, all major radio and television networks have been solicited and are contributing valuable time as a public service to the 1951 campaign.

In addition to the network time there will be local radio and television emphasis upon the 1951 needs of schools, stimulated largely by messages sent the managers of local radio stations for scheduling wherever possible on local broadcasts. To the more

than one hundred local TV stations a special TV kit has been furnished which includes sample announcements, a one-minute film, slides, and other materials.

Then there are the messages in behalf of better schools that will appear on train, bus, streetcar and subway cards during the year through the cooperation of the Nation's car card industry and individual car card firms. When you see one of these messages, multiply it by 90,000 because that is the number of messages produced for this medium of reaching the public.

Yes, the 1951 Nation-wide Better Schools Campaign of the Advertising Council is in full swing in cooperation with the Citizens Federal Committee on Education, the National Citizens Commission for the Public Schools, and the United States Office of Education. Major endeavor of the campaign is to increase public interest in our Nation's schools and to emphasize the importance of education to the very survival of American Democracy.

Their Basic Training



started with American Free Education!

EDUCATION BUILDS OUR FUTURE

First-rate military men... yes! Trained in military techniques to protect our country. But trained first in democracy and good citizenship right in American schools. And that's what makes them the hope of free men everywhere.

Today our great system of free education needs our help. Overcrowded classrooms cannot handle our present elementary enrollment, let alone take care of the million additional children coming along each year. Throughout the nation, we need 270,000 more classrooms... 75,000 more elementary-school teachers...

...vast quantities of up-to-date textbooks and equipment. We need them now—and for years to come. How good are the school conditions in our community? What improvements do they need? And who's responsible for finding out the answers to these questions? Each one of us—that's who! Join our local group working for better schools—and for information on how other communities are improving school standards, write to: The National Citizens Commission for the Public Schools, 2 West 45th Street, New York 19, N.Y.

BETTER SCHOOLS BUILD A STRONGER AMERICA



THIS LINE OF DEFENSE IS VITAL, TOO!

America's defense depends upon more than just military strength. It depends upon an intelligent educated citizenry trained to leadership... upon individuals who know what their country stands for... who care enough to work for our ideals of freedom, equality, and opportunity. That citizenry gets its start early—right in America's schools.

Today in many communities these schools aren't adequate for this vital job. Each year for the next five years, our nation's already-crowded classrooms will have to make room for one million more children. They must have a first-rate education to meet the problems of the future, and for that we need more buildings, more well-qualified teachers, more up-to-date textbooks and supplies.

What about our own schools, right here in town? Will they be adequate for the increased enrollment we'll have—due to our increased birth rate? If not—help your own family, your community and your country by joining our local P.T.A. or other groups interested in improving school conditions. And for information on how other communities are solving their school problems write to: National Citizens Commission for the Public Schools, 2 West 45th Street, New York 19, N.Y. Don't delay—it can be one of the most important steps you've ever taken!

Two of the 14 advertisements developed for the 1951 Better Schools Campaign.

National Conference on Physical Education for Children of Elementary School Age

"IT IS AGREED that physical education is important to people at all ages, among all groups, as a continuing social and physical process to give better design to living."

With this as a general working principle, 55 people worked for 8 days in developing a statement concerning the kind of program of physical activities that would be good for boys and girls of elementary-school age. Participants represented all areas of education from classroom teacher to college president and school superintendent. The group also included leaders in physical education and recreation, representatives of child-serving agencies, physicians, and parents. The meeting was held in Washington, D. C., January 10-17, and was

sponsored by 15 national professional organizations under the leadership of the American Association for Health, Physical Education and Recreation (a department of the National Education Association) and the Office of Education, Federal Security Agency. Among other important points of view that were highlighted by the group were the following:

1. Those who give instruction in physical education should be well prepared in concept and skillful in technique. It is recognized that the task of helping children develop physically, mentally, emotionally, socially, and spiritually is accomplished primarily by the quality of personnel and, secondarily, by teaching facilities, equipment, and supplies.
2. The planning and conduct of physical education should be centered upon the full

development of the child with special recognition of the values of physical education in personality growth and in the child's ability to achieve and to cooperate.

3. Full administrative support should enhance rather than minimize the opportunities in the teaching of physical education for guidance and instruction of children.

4. Balls, bats, mats, and similar equipment and materials are the "pencils, papers, and books" of physical education. Children can't learn to use them by waiting in long lines for turns. There must be enough material and equipment so that every child has many opportunities to use them.

5. The classroom teacher and other teachers of physical education must enlist the aid and sharpen the ability of other adults in the home and in the community to work effectively with and for children alone and in groups. They should also work together to reduce the exploitation of children in many

enterprises which have not been evaluated in terms of children's needs.

The conference enlarged upon these ideas by working, in the main, in five groups centered upon: (1) The Child, (2) The Teacher-Leader, (3) Content of the Physical Activity Program, (4) The School and Community, and (5) Evaluation. A statement of findings to serve as a guide in State and local planning was formulated. This statement will be published soon in the form of a report, to be made widely available, by the Athletic Institute of Chicago, Ill.

The 55 participants came from 27 States and the District of Columbia. Elsa Schneider, Specialist in Health and Physical Education, Office of Education, served as coordinator, and the conference was financed through a grant from the Athletic Institute of Chicago.

The conference was sponsored by the following agencies: American Association for Health, Physical Education and Recreation; American Association of Colleges for Teacher Education; American Association of School Administrators; American Med-

ical Association; American Recreation Society; Association for Childhood Education International; Association for Supervision and Curriculum Development; Department of Classroom Teachers; Department of Elementary School Principals; National Congress of Parents and Teachers; National Council of State Consultants in Elementary Education; National Recreation Association; National Society of State Directors of Health, Physical Education and Recreation; Office of Education, Federal Security Agency.

50th Anniversary of Public Education in Cuba

A GROUP of teachers representing 42 States, the District of Columbia, Alaska, the Canal Zone, and Hawaii, recently spent some time in Cuba, helping commemorate the fiftieth anniversary of public education in Cuba.

Arrangements for the United States Delegation of Teachers to Cuba were made by the Office of Education, Federal Security Agency, with the cooperation of the Department of State. The invitation was transmitted to the Department of State through the American Embassy in Havana by Dr. Aureliano Sanchez Arango, the Minister of Education in Cuba. Teachers were selected by chief State school officers.

A special program of activities was arranged by the Cuban government for the American delegation, in reciprocation for the 6 weeks' training course given 1,450 Cuban teachers at Harvard University in the summer of 1900, which formed the basis for Cuba's public elementary education.

In 1900, President Charles W. Eliot of Harvard and his staff organized and offered to the teachers of Cuba an instructional course and teachers' guide. Harvard students shared their quarters with the Cuban teachers. The city of Boston and neighboring communities subscribed more than \$80,000 to cover the cost of food and other expenses of the visitors. The United States Navy made available four transports used in the Spanish-American War

which took the teachers aboard at Cuban ports and conveyed them to the Port of Boston. Later the Cuban teachers visited New York, Philadelphia, and Washington, D. C. They were greeted at the White House by President McKinley.

The 1950 United States Delegation of Teachers to Cuba met in Miami, Fla. They were housed at the University of Miami dormitory, the San Sebastian. Dr. Ralph S. Boggs, director of the Hispanic-American Institute at the University of Miami conducted an orientation program for the United States Delegation. Dr. Paul Smith, Assistant Director, Division of International Educational Relations, Office of Education, welcomed the teachers at the University of Miami.

Accompanying the United States teachers were representatives of the American Association of Teachers of Spanish and Portuguese, American Federation of Teachers, American Teachers Association, the National Education Association, United States Office of Education, and Harvard University.

Transportation from Miami to Cuba was furnished by the Cuban Government. The United States Delegation participated in lectures, educational demonstrations, and programs of entertainment arranged by a special committee. Two members of this committee, Dr. Ramiro Guerra Sanchez, biographer, educator, and historian, and

Dr. Eduardo Lens, District Judge of Habana, took part in the special summer school course arranged for Cuban teachers at Harvard University in the year 1900.

Office of Education Publications

- Education in Cuba.** Bulletin 1943, No. 1, 20 cents.
- Education in Chile.** Bulletin 1945, No. 10, 25 cents.
- Education in Costa Rica.** Bulletin 1946, No. 4, 15 cents.
- Education in Ecuador.** Bulletin 1947, No. 2, 25 cents.
- Education in El Salvador.** Bulletin 1947, No. 3, 25 cents.
- Education in Nicaragua.** Bulletin 1947, No. 6, 20 cents.
- Education in Guatemala.** Bulletin 1947, No. 7, 25 cents.
- Education in the Dominican Republic.** Bulletin 1947, No. 10, 15 cents.
- Education in Haiti.** Bulletin 1948, No. 1, 25 cents.
- Education in Panama.** Bulletin 1948, No. 12, 25 cents.
- Education in Venezuela.** Bulletin 1948, No. 14, 30 cents.
- Education in Bolivia.** Bulletin 1949, No. 1, 25 cents.
- Inter-American Understanding and Preparation of Teachers.** Bulletin 1946, No. 15, 30 cents.

(Order From Superintendent of Documents, Washington 25, D. C.)

New Books and Pamphlets

Susan A. Futterer, Associate Librarian, Federal Security Agency Library

Our System of Education: A Statement of Some Desirable Policies, Programs, and Administrative Relationships in Education. By the National Council of Chief State School Officers. Washington, National Council of Chief State School Officers, 1950. 32 p. 25 cents.

Secondary Education: Basic Principles and Practices. By William M. Alexander and J. Galen Saylor. New York, Rinehart & Company, Inc., 1950. 536 p. Illus. \$4.

The Smithsonian: America's Treasure House. By Webster Prentiss True. New York, Sheridan House, 1950. 306 p. Illus. \$3.50.

Syracuse Youth Who Did Not Graduate: A Study of Youth Who Withdrew From School Before High School Graduation, 1946-1949. Syracuse, N. Y., Board of Education, 1950. 61 p. Processed.

Teaching Materials in the Modern School. A Report of the Southern States Work-Conference on Educational Problems. Tallahassee, Fla., Southern States Work-Conference on Educational Problems, 1950. 116 p. (Order from: L. O. Calhoun, State Department of Education, Tallahassee, Fla.)

The Teaching of Geography, A Dynamic Approach. By Roderick Peattie with the Assistance of Perry Bailey. New York,

Appleton-Century-Crofts, Inc., 1950. 185 p. \$1.90.

The Theory of Camping: An Introduction to Camping in Education. By Frank L. Irwin. New York, A. S. Barnes and Company, 1950. 178 p. \$2.50.

This Is Teaching. By Marie I. Rasey. New York, Harper & Brothers, 1950. 217 p. \$3.

Vocational Advisory Committees. Improving Vocational Programs Through Increased Use of Advisory Committees. Washington, D. C., Committee on Research and Publications, American Vocational Association, Inc., 1950. 39 p. Apply.

Selected Theses in Education

by Ruth G. Strawbridge, Bibliographer, Federal Security Agency Library

THESE theses are on file in the Education collection of the Federal Security Agency Library where they are available for inter-library loan.

Adult Awareness of the Problems of High School Youth. By Helene Moore. Doctor's, 1950. Boston University. 135 p. ms.

Attempts to determine the nature and number of problems of high school youth in Malden, Mass., and the extent to which adults are aware of these problems.

Extended Leaves of Absence for the Professional Improvement of Public School Educators. By James B. Dolan. Doctor's, 1950. Boston University. 309 p. ms.

An Inquiry Into Pedodontic Activities in the Elementary Curriculum. By Lucile S. Keefer. Master's, 1950. Indiana State Teachers College. 55 p. ms.

Shows the need of a dental health program. Describes experiments conducted in widely sepa-

rated communities designed to integrate a dental health program into the school curriculum.

Problems in Practical Arts in the Cincinnati Public Schools. By Everett H. Wardlaw. Master's, 1949. University of Cincinnati. 94 p. ms.

Shows that the program offers pupils in the fourth, fifth, and sixth grades opportunities in paperwork, woodwork, metalwork, ceramics, textiles, basketry, and painting and finishing.

A Study of the Relationship of Certain Physical and Emotional Factors to Habitual Poor Posture Among School Children. By Mary J. Moriarty. Doctor's, 1950. Boston University. 103 p. ms.

Recommends that children be given complete physical examinations, and that their school records be checked carefully in order to discover associated organic conditions or structural defects which might contribute to abnormal body mechanics.

The Techniques and Principles of Training for Leadership. By Mary Jane Klein. Master's, 1949. University of Cincinnati. 129 p. ms.

Discusses the concepts of leadership, the traits and characteristics of leaders, techniques and principles of a program of training for leadership.

School Life Subscription Blank

SUPERINTENDENT OF DOCUMENTS,

Government Printing Office, Washington 25, D. C.:

Please send me SCHOOL LIFE for 1 year, and find \$1 (check or money order) enclosed as payment.

School superintendents please note: On all orders for 100 copies or more to be sent to one address, there is a discount of 25 percent.

Name _____

Address _____

City _____ State _____